

Southside Parkway Corridor Plan

city of sutherlin
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INTRODUCTION

The City of Sutherlin is a city of approximately 7,280 residents and is situated along Interstate 5 in southern Oregon. In its 2005 Transportation System Plan (TSP), the City identified a new, parkway-style arterial street alignment to serve as an east-west alternative to Highway 138/Central Avenue (Central). This new Southside Parkway would alleviate forecasted long-term traffic congestion along Central Avenue by serving intercity trips between Roseburg and the City of Sutherlin's existing and newly-developing east side neighborhoods. The purpose of the Southside Parkway Corridor Plan is to refine the conceptual alignment and design features introduced in the TSP, as well as to define and integrate future access controls and street improvements needed to create an effective alternative to Central Avenue. In addition, the City of Sutherlin will have a specific plan that can be used to guide the future land acquisition, design, and ultimate construction of the parkway.

Study Area

Throughout the development of the *Southside Parkway Corridor Plan*, the official study area was refined by the review committees and project team. Based on this refinement, the official study area (Figure 1) is roughly bounded by the Calapooya Street corridor to the west, the Waite Street/South Side Road corridor to the east, Central Avenue to the north, and the Cooper Creek watershed/Score Butte area to the south.

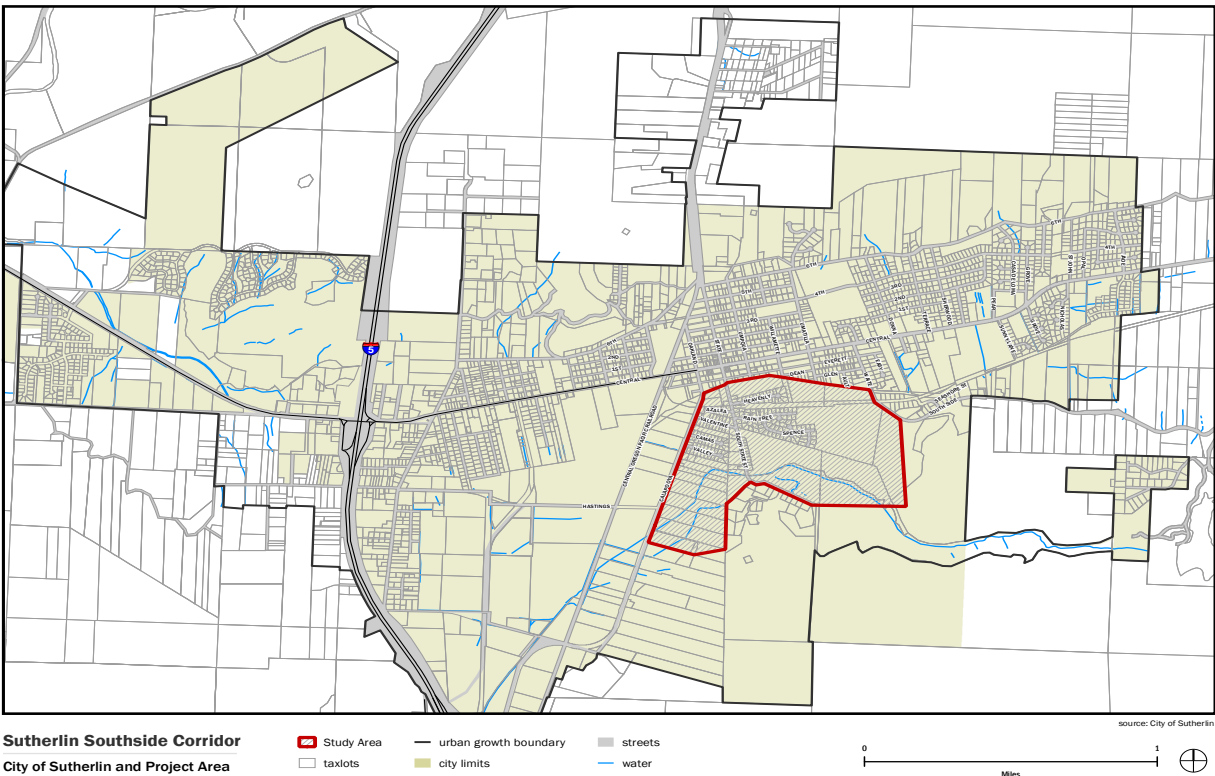


Figure 1. Southside Parkway Study Area

Development of the Southside Parkway Corridor Plan

The *Southside Parkway Corridor Plan* was guided by a Technical review committee made up of representatives from the City of Sutherlin, Douglas County, and ODOT. In addition, the plan was also guided by the Transportation Advisory Committee, a formal committee of citizens who hold an advisory role in relation to transportation planning efforts within the City of Sutherlin. Both the technical review and Transportation Advisory Committees periodically convened to review and guide the technical analysis and documentation prepared by the consultant team.

Southside Parkway Corridor Plan

The Southside Parkway Corridor Plan was developed in anticipation of the long-term circulation needs within the City of Sutherlin. At the heart of the plan is the preferred parkway alignment. This preferred conceptual alignment was developed based on an evaluation process that considered land use impacts, environmental impacts, social impacts, cost, and constructability of a number of different alignments. Through consultation with the technical and Transportation Advisory Committees, it was determined that the preferred conceptual alignment best integrates the strongest and most desirable circulation qualities while minimizing impacts (to the extent possible) to the social and environmental constraints that exist within the overall study corridor. While still preliminary in nature, the preferred conceptual alignment has been developed to reflect sound transportation engineering principles and known constraints that exist within the overall study corridor.

Preferred Parkway Alignment and General Design Characteristics

The preferred alignment, as developed through this planning process, is illustrated in Figure 2. Detailed illustrations of the alignment are subsequently provided in Figures 3-5. In general, the alignment begins at the Calapooya Street/Hastings Avenue intersection at the west end of the study corridor and follows a curvilinear route to the east ultimately terminating at the Waite Street/South Side Road intersection. Coupled with the existing Hastings Avenue corridor, this new connection between the Calapooya Street and Waite Street corridors would effectively establish an east-west parallel roadway to serve as an alternative to Central Avenue for many of the existing and newly developing east side neighborhoods. In addition, the parkway would also provide more convenient access to/from the I-5/Wilbur-Umpqua Road interchange, further reducing reliance on Central Avenue



Figure 3. Section 1 - Calapooya/Hastings intersection to just west of South State Street



Figure 4. Section 2 - South State Street to western edge of School District property

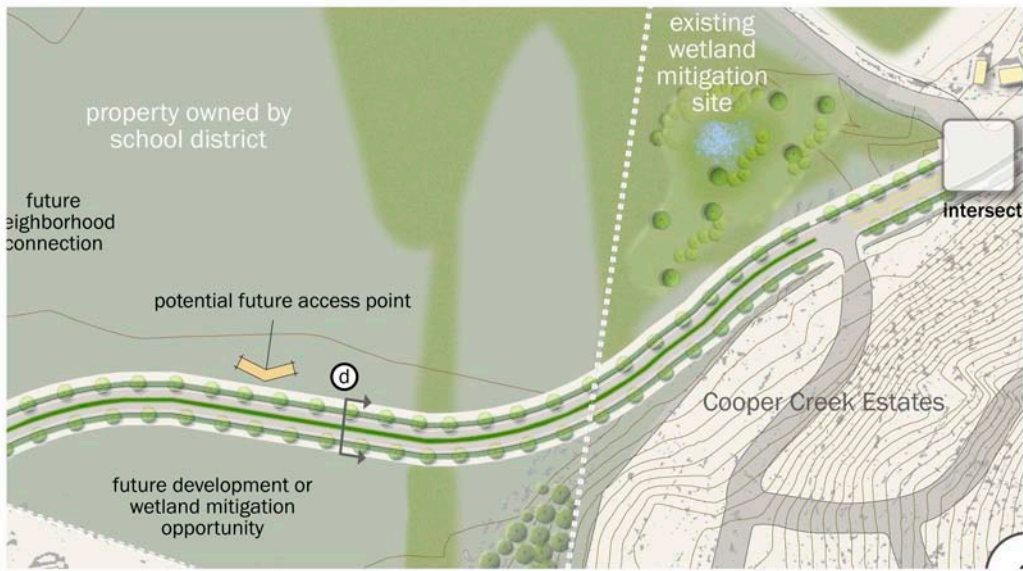


Figure 5. Section 3 - western edge of School District property to Waite Street

It is recognized that there will be different circulation needs and varying levels of environmental/social impacts along the preferred alignment. In an effort to accommodate these needs and minimize the impacts, the Plan envisions an alignment with different cross sections. These cross sections are located in Figure 2 and graphically illustrated in Figures 6 - 8. These different parkway design standards are based on the anticipated functional and operational characteristics such as travel volume, operating speed, safety, and the accommodation of emergency response vehicles. The specific features and characteristics of each are described below.

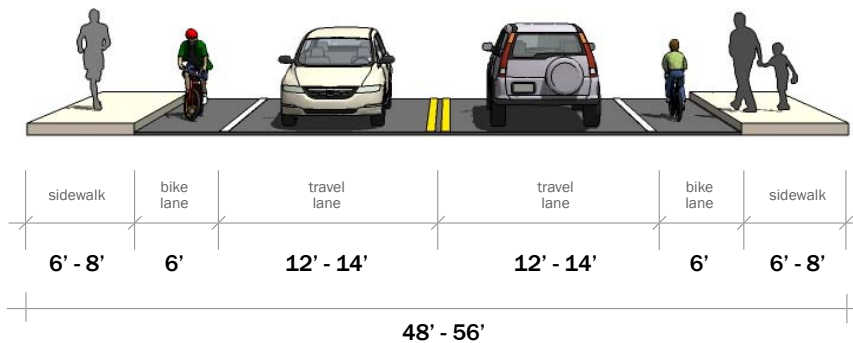


Figure 6. Cross Section A

Figure 6 illustrates the general parkway cross section between Calapooya Street and South State Street. Recognizing that this portion of the parkway corridor would traverse a significant wetland feature and that the potential for future access in this area is limited as a result, it is envisioned that the parkway would have a narrower two-lane cross section that does not incorporate a planted median or sidewalk buffer. This narrower cross section would still accommodate the anticipated vehicular and ped/bike circulation needs while minimizing the roadway “footprint” and the corresponding environmental impacts. At the future Calapooya Street and South State Street intersections, the parkway would widen to accommodate separate left-turn lanes.

Figure 7 illustrates the general parkway cross section between South State Street and Cooper Creek. The parkway alignment is envisioned to have a wider cross section in order to accommodate more “green” features, such as a planted median/center turn lane and bioswale. As the alignment would parallel the existing Cooper Creek watershed to the north, there are opportunities to combine the parkway alignment with the future pedestrian and walking trails that are envisioned along Cooper Creek.

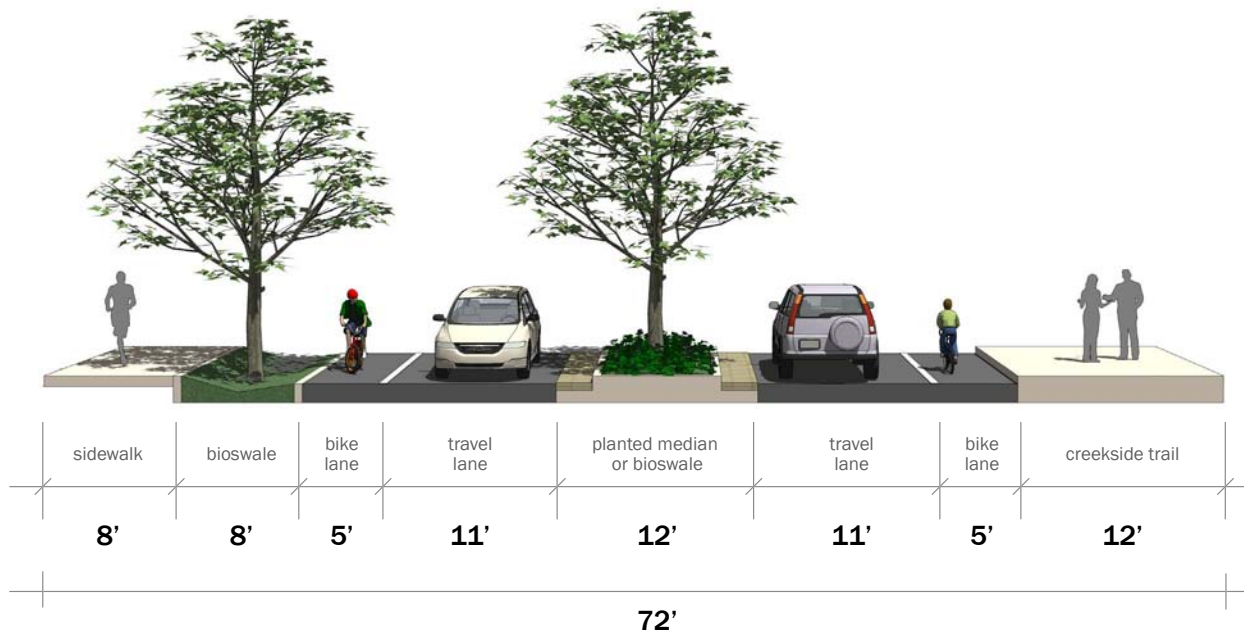


Figure 7. Cross Section B

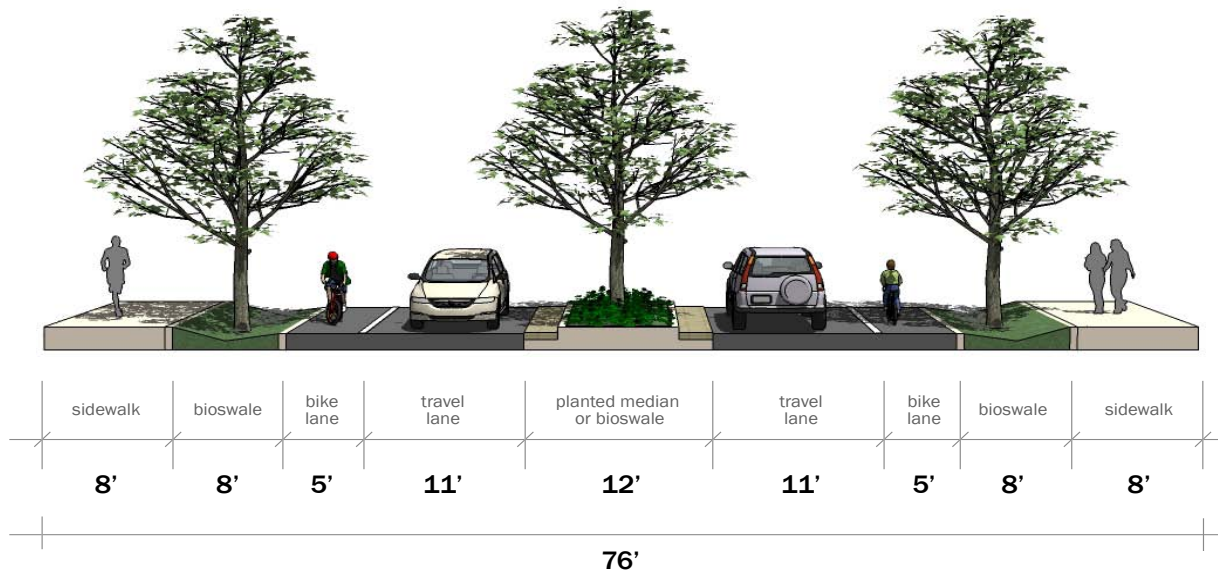


Figure 8. Cross Section C

Figure 8 illustrates the general parkway cross section along that section of the corridor that will traverse through the existing Meadows Park development. The alignment is envisioned to have a full roadway cross section with a planted median/center turn lane, bioswales, sidewalks, and bike lanes. Recognizing that the parkway will have some social impacts along this portion of the corridor, the plan envisions a wider right-of-way that would accommodate a green buffer and/or other barrier features that would soften the visual impacts of the parkway from the adjacent neighborhoods.

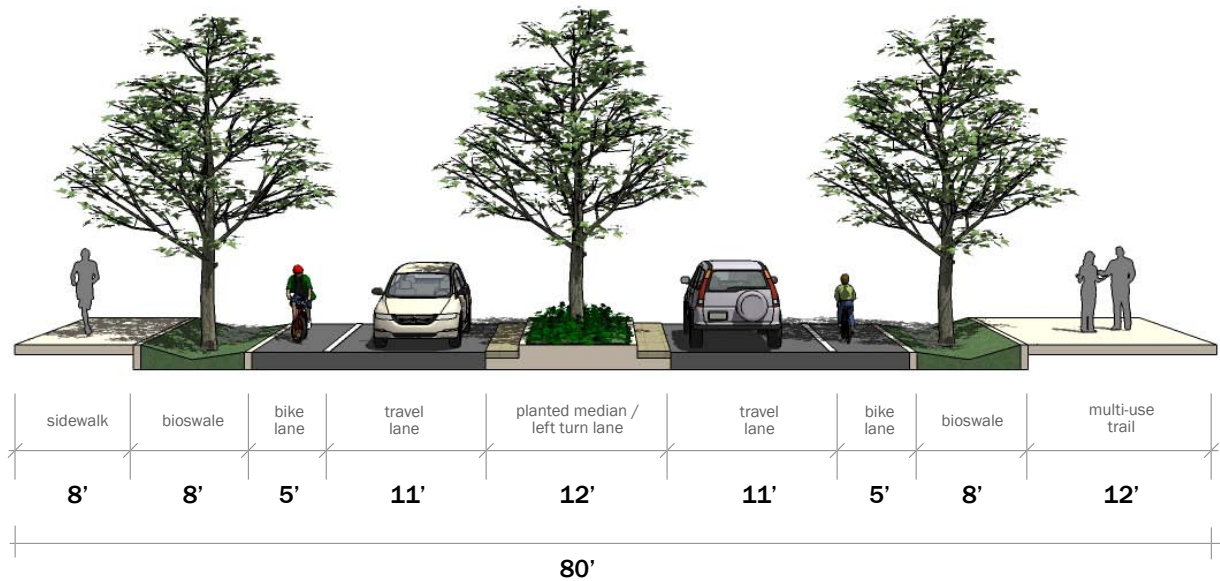


Figure 9. Cross Section D

Figure 9 illustrates the general parkway cross section along the undeveloped land currently owned by the Sutherlin School District. Given that this section has the fewest social, environmental, and topographical constraints, this portion of the corridor is envisioned to fully implement the parkway concept, as originally envisioned in the TSP. This includes the planted median, bioswales, bike lanes, sidewalks, and multi-use recreation trail (on one side of the parkway).



Parkway Access Plan

As part of the Southside Parkway Corridor Plan, a generalized access plan was developed to help identify where access would be provided to/from the preferred parkway alignment. As originally envisioned in the City's Transportation System Plan (TSP) and subsequently refined in the plan development process, the parkway alignment consists of a limited-access facility. Identified access points are provided at Calapooya Street, South State Street, a driveway serving the existing SKP Park, a connection to Meadows Park, a possible future connection to the large undeveloped parcel owned by the Sutherlin School District, and a connection to the Waite Street/South Side Road intersection.

To facilitate movements to/from the parkway at these access points, sufficient right-of-way should be acquired from adjacent properties to ultimately accommodate the following improvements at key parkway intersections:

Calapooya Street / Hastings Avenue/Parkway

- Provide separate left-turn lanes on all intersection approaches.
- Provide a northbound right-turn lane on Calapooya Street to facilitate right-turn movements onto the Parkway.
- When warranted, signalize the intersection. This improvement is consistent with the findings in the City's TSP.

South State Street / Parkway

- Provide separate eastbound and westbound left-turn lanes on the Parkway.
- Reconstruct and widen the north and south approaches of South State Street to provide better alignment geometrics and sidewalks/bike lanes.
- Depending upon potential future development density of Scone Butte, investigate the need for all-way stop control or signalization of the intersection.

Other Parkway Access Points

- Provide left-turn lane/center turn lane at all other points of access to the Parkway.

Parkway Landscaping

Landscaping features for the Southside Parkway should include an attractive mix of paving treatments, “green” stormwater features, and climate-appropriate plants that require little or no irrigation and minimal maintenance. The following are guidelines and recommendations for landscaping along the Southside Parkway Corridor:

- Drought tolerant and native plant materials are encouraged;
- Landscaping should enhance natural site elements through the careful use of flower and leaf color and texture, plant forms and plant masses.
- In an effort to reduce localized flood events and stormwater runoff impacts to the Cooper Creek watershed, the Plan recommends using linear bioswales in the median and between the roadway and the sidewalk/trail. Additionally, sidewalks and trails should be constructed of permeable pavement (i.e., permeable asphalt or concrete) to further reduce impacts. Permeable organic materials, like decomposed granite or crushed aggregate, may be suitable for walking areas along Cooper Creek but must be constructed to the highest possible standards to meet ADA access requirements and not require continual maintenance.
- Where possible, existing mature landscaping should be preserved and incorporated into the design of the roadway. Landscaping should be designed to effectively enhance existing views or provide new view corridor opportunities.
- Where the Parkway impacts adjacent residential development, dense vegetated buffers should be established to provide privacy and protection from parkway noise. Dense vegetated buffers are recommended over sound walls or other impenetrable barriers as they improve pedestrian safety by providing some transparency between the corridor and the adjacent buildings. Vegetated buffers also help filter harmful gases and particulates generated by vehicles along the Parkway.
- If used, perimeter fencing or walls visible to the public and neighboring properties shall avoid monotony by the use of recesses, planting materials and architectural features to visually “break up” their linear appearance.

Compatibility with Existing Plans

The elements of the Southside Parkway Corridor Plan are intended to be consistent with the City's current planning documents. From a circulation perspective, the more detailed refinement work for the parkway does not deviate from or require modifications to the long-term transportation improvements identified in the 2005 TSP. These compatible, long-term improvements include the following:

Roadway Projects

- Duke Avenue / Hastings Avenue – this identified improvement would realign the connection between Duke Avenue and Hastings Avenue and bring the entire corridor up to full collector street design standards.
- Signalize the Calapooya Street / Hastings Avenue / Parkway intersection.
- Signalize the Central Avenue / Waite Street intersection.

Bicycle and Pedestrian Projects

- Calapooya Street – add sidewalks and bike lanes to Sutherlin Creek Bridge.
- Duke Avenue / Hastings Avenue – add sidewalks and bike lanes.
- South State Street – add sidewalks and bike lanes from Central Avenue to Southside Parkway alignment.
- Waite Street – add sidewalks and bike lanes from Central Avenue to Southside Parkway.
- Construct a new multi-use path following Cooper Creek from the Southside Parkway to Cooper Creek Reservoir.

Implementation Plan

A planning level cost estimate was completed for the entire length of the parkway corridor. The estimate includes subgrade and pavement for travel lanes, curbs, gutters, subsurface drainage associated with the roadway, sidewalks, signing, and striping, and the need for drainage culverts and small bridges that would span Cooper Creek. In recognition of the need to construct portions of the parkway corridor in identified wetland areas, the cost estimate also includes allowances for special construction techniques and materials, such as subgrade stabilization, water quality features, retaining walls, and culverts. In summary, the cost to physically construct the parkway in 2007 dollars is approximately \$7,000,000. Assuming that the City would need to acquire all of the right-of-way for the parkway (no dedication), right-of-way is estimated to cost an additional \$4,000,000.

The Southside Parkway Corridor Plan is a long-term vision for ensuring alternative east-west travel ways within the east side area of the City of Sutherlin. As Sutherlin continues to grow and traffic continues to increase on Central Avenue, the need for the Southside Parkway will become increasingly important. However, given the size and magnitude of the parkway and the estimated costs to construct such a facility, it is likely that development of the parkway will need to occur over time, as funds become available to purchase right-of-way and construct the roadway. To assist with this, a possible phased implementation plan has been developed that would pace out the acquisition of right-of-way and construction over time. This implementation plan is illustrated in Figure 10.

Appendix

Memo 1: Existing Conditions Analysis

Memo 2: Transportation and Land Use Toolbox

Memo 3: Concept Plan Alternatives